

CHILD CARE AND THE WORKING PARENT

A STUDY OF THE CHILD CARE ARRANGEMENTS
OF EMPLOYEES IN THE
MINISTRY OF TREASURY, ECONOMICS AND
INTERGOVERNMENTAL AFFAIRS

-SUMMARY EDITION-

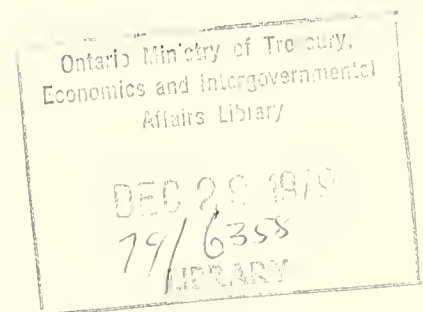


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A Study of the Child Care Arrangements
of Employees in the Ministry of Treasury,
Economics and Intergovernmental Affairs



Copies of the complete and
abridged versions of this
report are available from
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TABLE OF CONTENTS

	Page
I. REPORT HIGHLIGHTS	i
II. THE STUDY	
INTRODUCTION	1
TURNOVER AND LOSS	2
SAMPLE SELECTION	2
DEVELOPMENT OF RESEARCH DESIGN AND SCHEDULE	3
CHARACTERISTICS OF SAMPLE	4
Sex and Age Distribution	4
Work Position	4
Education Level	5
One or Two Parent Family	5
Age and Education Level of Spouse	5
Gross Family Income	6
Age and Number of Children	6
CHILD CARE ARRANGEMENTS	7
Type of Arrangements	7
Cost of Child Care	8
EFFECT OF CHILD CARE ARRANGEMENTS ON STAFF	
PRODUCTIVITY AND CAREER OPPORTUNITIES	8
Responsibility for Transportation	8
Flexibility of Hours of Arrangements	9
Overtime Work	10
Job Opportunities	10
Travelling	11
Training and Development	11
Absenteeism	11
Changes in Arrangements:	
Permanent, Summer and Emergency	13
Concern About Arrangements	13
Desired Changes in Arrangements	13
Family Budget Constraints	13
Family Relationships	14
Arrangements for Illness of Child	14
Plans for Breakdown of Arrangements	15
Location of Child Care Arrangements	16
III. CONCLUSIONS	17
APPENDIX - Interview Questionnaire	21

I. REPORT HIGHLIGHTS

- . One out of every five TEIA employees must arrange the care of at least one child under thirteen years of age, during his or her working hours.
- . Almost half of the respondents took time off work during the past six months because of their children's illnesses. 28% of the respondents took time off work during the past six months because their child care arrangements had broken down.
- . A total of 55 work days had been lost over the past six months for the forty respondents - 40 days for children's illnesses and 15 days because of breakdowns in arrangements. Projected for the population, this means that T.E.I.A. lost 192 work days over the six-month period for emergency child care reasons.
- . One third of the respondents had encountered difficulty in making emergency arrangements. Many of them did not know about agencies which provide emergency service.
- . One third found the costs of their child care arrangements caused financial difficulties.
- . One third found their child care arrangements a strain on the relationship with their spouse.
- . One third worried about the adequacy of their child care arrangements while on the job.
- . Almost a quarter of the respondents were unwilling to leave their present jobs because of their child care arrangements. The important factor here was having a supervisor sympathetic to the problems of working parents. Some were afraid that a new job might involve more overtime work than their present job now required or that they might lose their present flexibility of work hours.
- . 83% of the respondents had taken work-related courses. A quarter of them, both men and women, felt that their child care arrangements had interfered with this effort. There were many problems connected with making additional child care arrangements; i.e. dependable arrangements were difficult to find, child care expenses increased. Out-of-town courses presented even greater difficulties, particularly for single mothers. One solution to these difficulties was daytime courses. Respondents who did not have problems taking courses attributed this to daytime courses.



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(ii)

- . To compensate for absences due to child care difficulties, some employees were allowed to use sick leave benefits; however, this practice was not applied uniformly throughout the Ministry. Contract employees generally were not covered by sick leave benefits and lost their pay.
- . Few differences were found between male and female employees in the effects on productivity and career opportunities where male employees also had child care responsibilities (i.e. a working wife). When differences did occur, women employees were more disadvantaged than men in three areas: staying at home to care for a sick child; moving to a new job; taking out-of-town or evening courses.

II. THE STUDY.

INTRODUCTION

Participation in the Canadian labour force by women with young children is rapidly becoming a commonplace occurrence. Nineteen percent of women with pre-school children only had entered the labour force by 1967; by 1973 this was up to 29%.¹ The change was even more pronounced for women with only school-aged children. Their workforce participation rate increased from 28% to 42% over the same time period. Women in the same age group (from 20 years to 54 years) without children had a participation rate of 67% in 1973. Thus, in 1973, working mothers accounted for approximately 34% of the female labour force and 12% of the total labour force. It is probable that this trend is still underway.

The introduction of women with young children into the workforce in sizable numbers brings with it a whole series of new concerns. In order for them to go to work, alternate child care arrangements must be set up and maintained. This often presents problems both for women, traditionally the ones responsible for child care, and for men, who are becoming increasingly involved in this aspect of family life. Dependable, good-quality care is desirable but difficult to find. Costs are often high and locations not always convenient. Even once satisfactory regular arrangements have been found, emergency arrangements often present difficulties as do the sometimes conflicting demands of job and child care responsibilities. Making and maintaining child care arrangements is often not an easy task for parents.

As part of the Affirmative Action Plan to provide employment opportunities for women in the Ministry of Treasury, Economics and Intergovernmental Affairs, the Office of the Women's Coordinator conducted a small-scale research study to identify the problems experienced by both female and male employees in their effort to combine a job in the Ministry with child care responsibilities. The terms of reference for the study, included in the Affirmative Action Plan for the period September 1975-March 1977, were as follows:

A study to determine to what degree the daycare arrangements of T.E.I.A. employees affect staff productivity, turnover, and loss --whether daycare arrangements allow employees to take advantage of career opportunities; to what degree and in what manner would their productivity (Ministry and Government productivity) be enhanced by expansion or improvement of their daycare arrangements.

¹All figures from the Economic Council of Canada. People and Jobs. Ottawa, 1976, p. 162.

A graduate student from the University of Toronto's Faculty of Social Work was hired for the summer to conduct a child care study. A Daycare Advisory Committee consisting of four Ministry employees, the Women's Coordinator and the research student was set up to assist with the study.

TURNOVER AND LOSS

Employee records kept by the Personnel Branch do not reflect whether the reason for leaving the Ministry is a problem with child care arrangements. However, Personnel was able to provide records on employees taking maternity leave during 1975 and 1976, up to July. During 1975, 11 women went on maternity leave and all returned to employment with the Ministry. Up to July 1976, five women took maternity leave. At the time of writing, two had returned to the Ministry and three were still on leave.

Informal discussions between the Women's Coordinator and half of these women indicate that they have used or plan to use the services of the Ontario Government's employee daycare counsellor to seek assistance with their arrangements. Two of the 11 taking leave in 1975 are now working on a regular part-time basis, three days a week, to cover their work and parenting responsibilities. Some of the others are considering similar arrangements.

SAMPLE SELECTION

The first step in selecting the study sample was to identify the number of TEIA employees with children 12 years old and younger. (Although the legal age for leaving children unsupervised at home is 10, it was felt that this was too young a cut-off age for the study.)

TEIA's Women's Advisory Committee members surveyed the staff in each of their sections and found 155 employees with children 12 years old or younger.

Fourteen of these employees were from regional offices and were interviewed separately but the results were not included in the statistical analysis.²

² Results are available in the unabridged version of this report, p. 24.

Of the remaining 141 employees, 91 were men and 50 women. The sample size was set at 40 and the male/female proportion set at 70% women and 30% men in order to reflect the greater responsibility for child care placed upon women in our society. Only those men whose wives were working were included in the sample since those with wives at home would not usually face child care problems.

Five managers were also interviewed about any difficulties encountered with their employees' child care arrangements.³

DEVELOPMENT OF RESEARCH DESIGN AND SCHEDULE

Since most day care studies focus on child care needs, this study on the effect of child care responsibilities on productivity was rather unique.

New measures of productivity had to be developed, bearing in mind the facts that the type of work done at TEIA does not lend itself easily to the usual measures of productivity and that before and after measurements do not apply since no changes were being introduced during the study period.

A conceptual model for the study was developed along with a final interview schedule which was developed after pretests.⁴ Interviews lasted approximately 20 minutes and were conducted by the research student. There were no refusals.

³ See p. 23 of the unabridged report.

⁴ See Appendix for final interview schedule.

CHARACTERISTICS OF SAMPLE

Age and Sex Distribution

Table 1 - Age of Respondents

	Age in Years	N	%
Total		40	100.0
	20 - 24	1	2.5
	25 - 29	8	20.0
	30 - 34	17	42.5
	35 - 39	10	25.0
	40 - 44	3	7.5
	45 - 49	1	2.5

Of the respondents, 28 (70%) were women and 12 (30%) were male.

There was no significant difference in age between the men and women although the men tended to be slightly older. For example, while there were no men under 30 years, nine women were in this age group.

Work Position

Table 2 - Work Position by Sex

Position	Sex of Respondent				Total	
	Male		Female			
	N	%	N	%	N	%
Managerial/ Supervisory	3	25.0	2	7.1	5	12.5
Professional/ Technical	5	41.7	9	32.1	14	35.0
Secretarial/ Clerical	4	33.3	17	60.7	21	52.5

There appeared to be a difference in the distribution of men and women in the three job categories. The managerial/supervisory category with 12.5% of the total sample, contained 25.0% of the men compared to only 7.1% of the women. The secretarial/clerical category contained 52.5% of the total sample; 60.7% of the women compared to only 33.3% of the men.

Education Level

Table 3 - Education Level of Respondents

<u>Level</u>	<u>N</u>	<u>%</u>
Total	40	100.0
Some high school	3	7.5
Completed high school	13	32.5
Post-secondary, non-university	1	2.5
University, 1st degree	10	25.0
University, beyond 1st degree	13	32.5

Every respondent with high school level education was in the secretarial/clerical category, as were five with university degrees. The rest were mixed proportionally between the professional/technical and the managerial/supervisory categories.

Educational level varied by sex. Women were overrepresented at a high school level, underrepresented at the first university degree level: men were the opposite. But both men and women were equally represented at levels beyond the first university degree.

One Parent or Two Parent Family

Eighty-five percent of the respondents, 34 people, lived with their spouses. Another 12.5% (5 people) were single mothers. The remaining respondent was a man living apart from his wife and child but still actively involved with his child and child care arrangements.

Age and Educational Level of Spouses

Table 4 - Age of Spouses

<u>Age in Years</u>	<u>N</u>	<u>%</u>
Total	34	99.9
25 - 29	8	23.5
30 - 34	12	35.3
35 - 39	9	26.5
40 - 44	2	5.9
45 - 49	1	2.9
50 - 54	1	2.9
55+	1	2.9

The age distribution of spouses was similar to that of the respondents.

Table 5 - Education Level of Spouses

Level	N	%
Total	34	99.8
Completed public school	1	2.9
Some high school	5	14.7
Completed high school	8	23.5
Some university	3	8.8
Post-secondary, non-univ.	3	8.8
University, 1st degree	6	17.6
University, beyond 1st degree	8	23.5

The educational level of spouses was generally lower than that of the respondents but it was more common in the case of male respondents.

Gross Family Income

Table 6 - Gross Family Income

Income	N	%
Total	40	100.0
\$ 6,500 - \$ 9,999	4	10.0
\$10,000 - \$13,999	5	12.5
\$14,000 - \$17,999	6	15.0
\$18,000 - \$21,999	3	7.5
\$22,000 - \$25,999	5	12.5
\$26,000 - \$29,999	4	10.0
\$30,000 - \$36,999	7	17.5
\$37,000+	6	15.0

More than half the respondents had gross annual family incomes above \$22,000. All nine respondents with family incomes under \$14,000 were in the secretarial/clerical category. Not one of the persons in the managerial/supervisory category had a family income under \$26,000 yearly. All four respondents with family incomes under \$10,000 were women, three of whom were single mothers. Men and women were proportionally represented in all the other categories.

Age and Number of Children

Table 7 - Age of Children

Age	N	%
Total	51	100.0
0 - 1	5	9.8
2 - 3	14	27.8
4 - 5	9	17.6
6 - 7	10	19.6
8 - 9	8	15.7
10 - 11	5	9.8

Most of the respondents - 77.5% - had only one child. Of the 51 children in the sample, approximately 55% were pre-schoolers.

There was no difference between men and women regarding their children's ages. Although people in the managerial/supervisory category were not significantly older than those in the other categories, their children were.

CHILD CARE ARRANGEMENTS

Type of Arrangements

Approximately half the children in the study were in full-day child care arrangements while 37.2% attended school full-time and 11.8% attended school part-time.

Lunch-time and After-school Care

Table 8 - Lunch-time Care for School-Aged Children

Arrangement	N	%
Total	19	99.9
At School	7	36.8
At other home with adult supervision	5	26.3
At own home with adult other than parent	4	21.0
At home with no supervision	2	10.5
At home with older children	1	5.3

Table 9 - After-School Care for School-Aged Children

Arrangement	N	%
Total	19	100.0
At other home with adult supervision	6	31.6
At own home with adult other than parent	6	31.6
At home with parent	4	21.0
At home with no supervision	2	10.5
At home with older child	1	5.3

Eighty-four per cent of the school-aged children were under adult supervision both at lunch time and after school. The most common lunch time arrangement - in 37% of the cases - was for the child to remain at school. Since none of the schools had after-school programs, this was not an option for after-school care.

Part-Day Arrangements

About 12% of the children needed part-day care because the kindergarten or nursery school they attended only ran half-days.

Full-Day Arrangements

Approximately half the children were in full-day arrangements. Only 30% of these were in daycare centres; the rest were cared for in private arrangements: half in their own homes and half in babysitter's homes.

Cost of Child Care

Table 10 - Weekly Cost for Child Care (per child)
By Yearly Gross Family Income

Weekly Cost (per child)	Yearly Gross Family Income				Total	
	Under \$14,000		\$14,000 & Over		N	%
	N	%	N	%		
\$ 0	0	0.0	7	22.6	7	17.5
\$ 1 - \$ 9	1	11.1	0	0.0	1	2.5
\$10 - \$19	1	11.1	3	9.7	4	10.0
\$20 - \$29	2	22.2	5	16.1	7	17.5
\$30 - \$39	3	33.3	8	25.8	11	27.5
\$40 - \$49	1	11.1	2	6.5	3	7.5
\$50 - \$59	0	0.0	1	3.2	1	2.5
\$60+	0	0.0	2	6.5	2	5.0
Can't Estimate	1	11.1	3	9.7	4	10.0
TOTAL	9	99.9	31	100.1	40	100.0

Costs for part-time arrangements did not vary greatly from full-time costs. None of those with gross annual family incomes of under \$14,000 had free child care and only one of this group received a child care subsidy.

EFFECT OF CHILD CARE ARRANGEMENTS ON STAFF PRODUCTIVITY AND CAREER OPPORTUNITIES

Child care problems can negatively affect productivity in both direct and indirect ways. Employee absenteeism owing to child care is the most obvious direct way.

Child care problems can also affect employee morale and, thus, indirectly, productivity and performance. Workers' inability to take advantage of career and training opportunities is another example of the way in which child care arrangements can indirectly affect productivity.

Responsibility for Transportation

When investigating the effect of child care arrangements on workers, it's important to note who is responsible for taking the child to and from the arrangement.

Thirty-five per cent of the respondents, both male and female, were responsible for transportation. Half were responsible for both journeys and half for one way only. There was no sex differentiation.

For 22% of the children the question did not apply and 31% were school-aged children who walked from school to their arrangements.

Information on travelling time was collected only if the respondent or spouse was directly involved. Approximately half the children were taken to or from arrangements by their parents.

In most cases, the distance between home and the arrangement was quite short - travelling time was less than 15 minutes for 84% of the children. For the rest, travelling time was 30 minutes - one hour.

The most common means of transportation was walking- 60% of the children travelled on foot, 36% by car and 4% by public transit.

Getting to work from the child care arrangement took 30 minutes - one hour for 40% of the respondents; 15 minutes - 29 minutes for 30%; less than 15 minutes for 15% and longer than one hour for the remaining 15%.

Public transit was most commonly used - by 65% of the respondents - with 20% travelling by car and 15% by car and public transit combined.

Only 5% of the sample felt their present arrangements were inconvenient, although others had experienced difficulty in the past.

Flexibility of Hours of Arrangements

Table 11 - Whether Child Care Arrangements
Limit Work Hours of Either Respondent or Spouse

Limit Work Hours	N	%
Total	40	100.0
Self	5	12.5
Spouse	4	10.0
Both	5	12.5
Neither	26	65.0

More than one-third of the people in the sample were responsible for transporting their children to or from arrangements. Twenty-five per cent felt the operating hours of their arrangements limited the hours they could work. This 25% was largely but not exclusively responsible for transporting the children. Several other respondents said their hours were not limited as long as they were given notice of overtime work so that arrangements could be made.

Overtime Work

Table 12 - Whether Respondent Turned Down or Did not Work Overtime Because of Child Care Arrangements

Effect on Overtime	N	%
Total	40	100.0
No overtime at job	11	27.5
(i) Turned down supervisor's request	5	12.5
(ii) Just left work 'til next day	3	7.5
Both (i) and (ii)	2	5.0
Neither (i) nor (ii)	17	42.5
Other	2	5.0

Nearly 75% of the respondents felt their jobs involved overtime work. While all but one felt this occurred only infrequently, many noted their overtime work was seasonal and 27.5% said their jobs involved no overtime. There was no difference between male and female respondents regarding overtime work.

Overtime, with and without advance notice, affected both those who felt limited by their arrangements and those who felt overtime could be accommodated if notice were given.

Of the 75% who felt their jobs involved overtime, 35% said that they had either turned down and/or not worked overtime when they could have owing to their child care arrangements, while 8% compromised by taking work home. Both men and women equally turned down overtime for this reason as did respondents from the three work categories.

Job Opportunities

One aspect of worker productivity investigated was the effect of child care on the respondents' career opportunities. Each respondent was asked if their child care arrangements had been responsible for their turning down or avoiding a new job, including lateral and vertical changes.

Eighteen per cent said they had not applied for new jobs because of their child care arrangements and one respondent had actually turned down a job offer without stating the real reason in her refusal. Several respondents noted the importance of having a sympathetic supervisor and were unwilling to chance losing this by taking another job. Others feared new jobs would mean more overtime or loss of flexible hours. Fully 20% were unwilling to leave their present jobs because of their arrangements. This group included men and women, though women appeared more unwilling than men.

Travelling

Questions on travelling were included on the assumption that some respondents who were unwilling or unable to travel might find their career opportunities limited.

Of the one-third asked this question, 39% said their jobs involved travelling and 39% of these said they had either repeatedly or occasionally refused to travel because of their child care arrangements. Of that 39%, 60%, both men and women, felt this had negatively affected their careers. At least one was a single mother who had to be home evenings.

Training and Development

Each respondent was asked whether he/she had taken any training course since joining the Civil Service. Of the 83% who had, 21%, both men and women, felt their child care arrangements had interfered.

Numerous difficulties were cited in taking evening, week-end or out-of-town courses. The most obvious ones were arranging for child care and the increased expense involved. Single mothers found it particularly difficult since they had no spouse to take over the responsibility. The strain of taking courses after a work day also affected the quality and quantity of time parents had to spend with their children.

Of the 61% who felt their arrangements had not interfered, most had taken their courses during regular work hours or during lunch time. The remaining 18% said there was no problem because they had taken their courses before the birth of their children.

Absenteeism Owing to Children's Illnesses

In the six months prior to the study, 70% of the respondents or their spouses had taken time off owing to a child's illness. Of the total number of respondents alone, 42.5% had taken time off work.

Women were significantly more likely than men to have done so. Most took no more than three days, although one respondent had stayed home for two weeks.

Table 14 - Number of Days Respondents Took
Off Work Due to Children's Illnesses

Number of Days	N
Total	16
1 day	5
1½ days	1
2 days	4
2½ days	2
3 days	2
3½ days	0
4 days	1
10 days	1

Respondents in the managerial/supervisory category took less time off work for children's illnesses than did the others, probably owing to the fact that their children were significantly older than those of the other two categories.

Slightly more than one-half the spouses took time off. But in 25% of the cases, both respondent and spouses were absent; only the respondent took time in 18% of the cases and only the spouse stayed home in 27% of the cases.

Absenteeism Owing to a Breakdown in Child Care Arrangements

Only 27.5% of the respondents took time off work in the past six months because of a breakdown in arrangements. None of these absences were longer than two days and 17.5% took only one day. Women were no more likely to lose time for this reason than men were. Yet, when children were ill, women were more likely to be the ones who stayed home.

Only in 5% of the cases did spouses take time off work owing to a breakdown in arrangements.

Summary of Absenteeism Owing Either to Children's Illnesses or Breakdown in Arrangements

More than 55 days were missed during the six months studied for child care reasons: 40 days owing to illness and 15 owing to breakdowns in arrangements.

When projected onto the 141 TEIA employees in Toronto with children under the age of 12, a total of 192 days were lost: 139 owing to children's illnesses and 59 owing to breakdowns in arrangements.

For many respondents, being absent from work was a heavy strain. Male respondents in particular feared their jobs would be adversely affected by absences caused by child care problems.

Another problem for the respondents was the way in which absences were accounted for since, technically, sick leave is not applicable.⁵ Depending on the strictness with which the rule was applied, the respondents reacted in various ways.

Of the 53% of the respondents who had taken time off to care for children, 28% took the time as sick leave; 5% took a combination of sick leave and vacation pay; 7.5% took vacation leave; 5% made the lost time up; 5% lost no pay because their absence was only a few hours at a time and 2.5% lost pay because they were on contract.

The position of contract staff and the uneven application of sick leave benefits emerged as problem areas.

⁵ In May, 1975, the Ministry of Revenue issued instructions under Section 15(7), Regulation 749, Public Service Act, to allow working parents to use leave for special or compassionate purposes to take time off to care for a sick child.

Changes in Arrangements: Permanent, Summer and Emergency

In the past year, 30% of the respondents had changed their arrangements.

Another 30% had made alternate arrangements for the summer out of necessity. Half of these respondents experienced difficulty.

Of the total sample, 32.5% encountered difficulty in making emergency or temporary arrangements for their children. Income was not a factor but sex was. Men were significantly more likely to say there was difficulty in finding alternate arrangements than were women, owing perhaps to men's lesser familiarity with the problem.

Concern About Arrangements

Worries about child care arrangements concerned 30% of the respondents, both male and female. The worries fell into five general areas: the adequacy of the arrangement, its dependability, its cost, the safety of the child who travelled to the arrangement alone and, finally, guilt feelings about mother not being home with the children.

Other specific concerns covered both physical and mental aspects: How safe was the child? What quality of attention was the child receiving in terms of mental stimulation and moral training? And what effects did constantly changing arrangements have on children? Only one respondent worried about cost.

Generally, the respondents' greatest fear was that the substitute care was not as good as their own.

Desired Changes in Arrangements

The respondents were asked whether or not they would change their present arrangement if there were no constraints at all. 32.5% said they would change. Some, but not all, were the same respondents who worried about their arrangements. Obviously, some of the respondents' worries would not disappear with a physical change in arrangements.

Family Budget Constraints

For the 15% of the sample with free child care, cost was not a consideration.

For the remainder, 30% found their child care expenses a strain, while 55% did not. Family income was, of course, the guiding factor in this question as well as in the question of whether the cost was considered fair. The higher the gross family income, the more likely respondents were to think costs fair. There was no difference between male and female responses.

Family Relationships

Child care arrangements had been the cause of pressures within the family for 38% of the respondents, both male and female.

Although they were difficult to summarize, certain common problem areas emerged. Mothers' guilt feelings about working was one problem. Another arose out of assigning responsibilities for child care, especially when someone had to stay home with a sick child. Relative and in-law problems stemmed from their use as babysitters, from the husband's criticism's of mother-in-laws' abilities and from grandparents' playing favourites with the children they cared for. Another problem was timing babysitting duties to suit each couple's individual activities.

Arrangements for Illness of Child (One Day)

In response to the question of what arrangements would be made in the event of one child's falling ill for one day, 38% of the respondents, exclusively women, said they would stay home; 33%, mostly men, said either they or another person, usually their spouse, would stay home.

But from the figures on actual absences, it is apparent that most often the female spouse stayed home. Although approximately 70% of the sample said they would stay home, this figure is not borne out by the actual absences.

Arrangements for Illness of Child (One-Two Weeks)

Respondents were asked what arrangements would be made if their child fell ill for one to two weeks. In such a case, 28%, all women, said they would stay home. An additional 7.5% said they would stay home only while the child was very ill. For 22%, mainly men, the response was that they or their spouses would stay home.

Considering the actual figures on absences, it is likely the male respondents would stay home part of the time but their spouses would take proportionately more time off work.

Thus, although 57.5% of the respondents said they would take time off work, not all would take the full one to two weeks themselves.

Of the remaining 42.5%, 20% said a member of their immediate family would take on the responsibility, 12.5% said another person would, and 10% were uncertain.

Because of the longer time involved, respondents generally were less satisfied with these arrangements than they were with those in the previous section.

Table 13- Satisfaction with Proposed Arrangements for Lengthy Illness by Sex of Respondent

How Satisfactory	Male		Female		Total	
	N	%	N	%	N	%
Unsatisfactory	11	91.7	7	25.9	18	46.2
Undecided	0	0.0	4	14.8	4	10.3
Satisfactory	<u>1</u>	<u>8.3</u>	<u>16</u>	<u>59.3</u>	<u>17</u>	<u>43.6</u>
Total	12	100.0	27	100.0	39	100.1

Men were significantly more dissatisfied with their proposed arrangements than were women.

Plans for Breakdowns of Arrangements (One Day)

In response to the question of what plans would be made if day care were unavailable for one day, 38%, almost all women, said they would stay home. An additional 22%, mostly men, said they or their spouse would stay home. The actual absence figures showed that men were just as likely to stay home as were women. Therefore, the possibility existed that a total of 60% would take time off work.

Only 10% said a member of their immediate family would stay with the child, 12.5% less than in the case of a sick child; and 17.5% said another person would care for the child.

While 33% were dissatisfied with their proposed arrangements, 63% were satisfied. (The question was inapplicable to the remainder who had arrangements that could not break down.)

The fact that respondents felt it was unnecessary for the parent to stay home with a well child was reflected in their satisfaction with the proposed arrangements. Those who were dissatisfied had suggested plans that involved their taking time off work. Men were more displeased with this prospect, but women were not happy about it either.

Arrangements if Child Care Services End

Each respondent was asked what they would do in the interim between the termination of one arrangement and the beginning of a new one. Only 15% - all women - said they would stay home; 33% - 84% of whom were women - said they would depend on a close family member.

The men, on the other hand, were more likely to say they would try to get somebody else to stay home. Two men suggested their wives might have to leave their jobs and two women also suggested this possibility for themselves. Although this solution was satisfactory to the men, the women were dissatisfied.

Only 30% of the respondents were satisfied with their proposed arrangements in this case and all of these know someone who would fill the gap; 47% were dissatisfied and 12.5% were undecided; the remaining 10% felt the situation would not occur.

Women were considerably more unhappy about the arrangements than in any other case and the most unhappy, men and women, were those who might have to take time off work.

Summary of Sections on Arrangements for Illness of Child and Plans for Breakdown of Arrangements.

Two primary ideas surfaced: one, that a sick child is best tended by a parent, preferably the mother and two, a one-day absence from work is less troubling than missing longer periods.

Although 70% suggested staying home if their child were sick for one day, this group dropped 10% when the time span was increased to one to two weeks. When the time length was expanded to an indeterminate period, the respondents became the least satisfied with their proposed arrangements than in any of the previous cases, largely because the new arrangements meant imposing on relatives or neighbours for a long time.

Location of Child Care Arrangements

When asked to state a preference on the location of child care arrangements, 37.5% said they preferred arrangements near home and 22.5% preferred arrangements in their own homes. A few preferred arrangements closer to the local school.

By implication, 70% preferred arrangements closer to home than to work; while 10.5% preferred arrangements near work and less than 10% preferred a location on their way to work.

The child's age was the critical factor in this preference. While care near work was suitable for pre-schoolers, care nearer home and school was preferable for school-aged children. All the respondents with more than one child wanted the same location for all the children.

Note on Regional Office and Managers' Interviews

Additional interviews were held with five Regional Office employees but their responses were not included in the main study results owing to their small numbers. Four managers were also interviewed. Wide variation in attitudes of the managers interviewed included an awareness of and support for employees with daycare problems and complemented the concerns expressed by respondents regarding the need for a sympathetic supervisor and flexibility, at times, in work arrangements when they conflict with child care responsibilities.

III. CONCLUSIONS

The terms of reference for the study were to determine to what degree the daycare arrangements of T.E.I.A. employees affect staff productivity, turnover and loss and whether daycare arrangements allow employees to take advantage of career opportunities. A further aspect was to explore to what degree and in what manner employee productivity would be enhanced by expansion or improvement of daycare arrangements.

Given the limitations on data and resources to conduct the study, the conclusions do not address the entire terms of reference. Instead, it was decided to focus on the areas of productivity and career opportunities. Information on turnover and loss was not gathered; however, it is important to note that according to the Personnel Branch, everyone who has taken maternity leave in 1975 and 1976 has returned to Ministry employment, indicating at least a degree of resolution of child care responsibilities.

From the data in this study, it can be concluded that there are areas of conflict between work responsibilities and those responsibilities undertaken in rearing children and that both productivity and career opportunities are adversely affected by this conflict in many respects.

Relationship to Productivity

The two major effects on productivity noted were absenteeism and distraction due to concerns for sick children or inadequate arrangements (see Table 1, p. 18, Factors Affecting Productivity and Career Opportunities). The first can be measured in concrete terms by number of days taken off when normal child care arrangements were unsatisfactory. In a six-month period, almost half the respondents took time off due to children's illnesses and just under one-third took time off due to breakdowns in arrangements. This resulted in an actual loss of 55 workdays during the six-month period for the 40 employees involved. When projected to the total Ministry population for one year, the loss to T.E.I.A. would be 384 work days for emergency child care reasons, an average of 2.7 days per person.

The specific degree to which these working parents were distracted or lacked concentration while on the job, due to inadequate child care and related reasons, is difficult to determine. However, certain findings indicate that more than a third of working parents are subject to substantial pressures and strains that must inevitably take their toll during working hours, in one form or another, such as phone call interruptions or lack of concentration. A third encountered difficulties in making emergency arrangements, a third worried about the adequacy of their regular arrangements, a third found the financial burden of child care a worry, and a third felt that their arrangements caused strains on the relationship with their spouse.

The study indicates, therefore, that problems related to child care, particularly the need for emergency arrangements, do have a significant effect on employee productivity.

TABLE 1

FACTORS AFFECTING PRODUCTIVITY AND CAREER OPPORTUNITIES		
<u>FACTOR</u>	<u>% OF RESPONDENTS AFFECTED</u>	<u>DIFFERENCES BETWEEN MALE AND FEMALE RESPONDENTS</u>
1. Absenteeism due to		
a) child's illness	43	F away more than M
b) breakdown in arrangements	28	None (for (a) and (b), M more worried about absenteeism affecting their careers than F.)
2. Travel on job required	39 (39% of these had turned down requests to travel with neg- ative consequences)	none
3. Strain on family relationships	38	none
4. Responsibility for child's transport- ation	35	none
5. Job overtime requested	30 (turned down super- visor's request or not worked)	none
6. Strain on family budget	30	none (except for single mothers).
7. Worried about present arrangements	30	none (except that for F and M the potential solution was F stay at home)
8. Had to change arrangements		
a) permanent	30	M had more difficulty than F in finding new arrangements
b) summer	30 (half unsatisfactory)	
c) emergency	33 (had difficulty)	
9. Limitation on work hours due to child care arrangement	25	none
10. Work-related courses (had difficulty taking) (83% took courses)	21	more difficult for F especially out of town and evening courses
11. New job (turned down or not apply due to child care)	20	more often for F

Relationship to Career Opportunities

Concerns related to child care arrangements did interfere with working parents' ability to take advantage of career opportunities in several respects, primarily in moving to other jobs and taking job-related courses. Almost a quarter of the respondents were unwilling to leave their present jobs because of child-care restrictions. Some had a supervisor who was sympathetic to their needs as working parents; for example, to pick their child up at a daycare centre by a certain time. They were reluctant to jeopardize this by moving to an unknown setting. Others were afraid that a new job would require more overtime work than their present job did or that they would forfeit the flex hours they now worked which complemented their child care arrangements.

The large majority had taken work-related courses⁶; a quarter of them felt that their arrangements interfered with these efforts. Additional child-care arrangements were often necessary, particularly if the courses were not during regular work hours or were out of town. Difficulties encountered were in finding dependable arrangements, incurring extra costs, and were particularly severe for single mothers attending out-of-town courses.

Other significant factors affecting career development were largely those which constrained the employee's ability to work overtime or according to a schedule which did not fit with his/her child care arrangements. A small proportion had had negative consequences on the job as a result of turning down a request to travel.

Differential in Effects on Men and Women Employees

According to this study (see Table 1), there are few apparent differences between men and women in the effects of combining the roles of employee and parent. This is due, in a large part, to the common unifying factor among the respondents - all had at least some degree of responsibility in making or maintaining arrangements for their child(ren).

Where women are more disadvantaged, it is in significant areas - taking new jobs, training courses, and absenteeism for sick child - although the degree of differentiation is not great in all cases. The only area where men seem more disadvantaged is in finding new arrangements in case of breakdown.

⁶ 83% of these working parents had taken work-related courses, a much higher proportion than the Ministry-wide one.

Summary

The problems encountered by working parents are widely varied. Some the Ministry can take steps to alleviate, others are totally out of the Ministry's control. Action by the Ministry to alleviate some of the problems would aid parents in taking advantage of career opportunities if they so desire.

One area where the conflict could be greatly alleviated is with respect to courses. Daytime weekday courses were a great benefit to those wishing to maintain or up-grade their skills. Efforts could be made to encourage the government and various educational institutions to offer daytime courses for government staff and expand their offerings. The use of lunchtime and the period of time immediately after work should be encouraged so that large amounts of work time would not be lost for staff development purposes.

The uneven application of policy to cover leave during child care emergencies was another problem area. A Ministry-wide policy, if not a government-wide policy, would be fairer in this regard. It would also be desirable if contract employees could be treated similarly.

Another point that emerged from the study was the lack of after-school programs for school-aged children. At-school arrangements were the most frequently used lunch-time arrangements; after school nothing was available. One school did not even allow children to stay there at lunch-time. One parent strongly voiced his support for after-school programs; it is probable that others would use them were they available.

While emergency child care needs posed a problem for employees, many respondents appeared unaware of the various agencies that will provide immediate care for children on a temporary basis.

APPENDIX

T.E.I.A. Child Care Study Questionnaire

INTRODUCTION

Thank you very much for agreeing to take part in the study. Before we start, I'd like to make something clear. Your answers to these questions will remain strictly confidential. Your name will not be on the form and none of this information will be given to your supervisor or manager.

(If respondent asks: This study is of the child care arrangements of T.E.I.A. employees and how satisfactory these arrangements are to them.)

See Coding Instructions before using questionnaire.

1. Would you please tell me the ages of each of your children under 12 years old. Please include any current pregnancies.

Ages

(Oldest to youngest.)

- 1.
- 2.
- 3.

If respondent has a school-aged child, say "We're interested in the child care arrangements made during the school year, not the special ones made over the summer".

2. Is your family a one-parent or a two-parent family?
 1. two parent
 2. single mother
 3. single father
 3. For your children under 12 years, attending school full time, where do they spend lunch time and after school?
 0. not applicable
 1. at school
 2. at your home with parent
 3. at your home with adult other than parent
 4. at your home with older child lunchtime _____
 5. at your home with no supervision
 6. at other home with adult supervision After school _____
 7. at other home with older child
 8. at other home with no supervision
 9. other (specify) _____
-

4. For your children under 12 years old attending school, nursery school, or daycare part-time, where do they spend the remainder of the day until one of the parents gets home?

- 0. not applicable
 - 1. at your home with parent
 - 2. at your home with adult other than parent
 - 3. at your home with older child
 - 4. at your home with no supervision
 - 5. at other home with adult supervision
 - 6. at other home with older child
 - 7. at other home with no supervision
 - 8. other (specify) _____
-

5. For your other children under 12 years, what are their child care arrangements?

- 0. not applicable
 - 1. at your home with adult other than parent
 - 2. at your home with no supervision
 - 3. at other home with adult supervision
 - 4. at daycare centre full-time
 - 5. other (specify) _____
-

6. Who is primarily responsible for taking the child(ren) to the child care arrangements?

- | | | |
|-----------------------------|---------|-------|
| 0. not applicable | Child 1 | _____ |
| 1. yourself | | |
| 2. spouse | Child 2 | _____ |
| 3. both yourself and spouse | | |
| 4. child (self) | Child 3 | _____ |
| 5. other (specify) | | _____ |
-

7. Who is primarily responsible for taking the child(ren) home from the child care arrangements?

- | | | |
|-----------------------------|---------|-------|
| 0. not applicable | Child 1 | _____ |
| 1. yourself | | |
| 2. spouse | Child 2 | _____ |
| 3. both yourself and spouse | | |
| 4. child (self) | Child 3 | _____ |
| 5. other (specify) | | _____ |
-

8. How long does it take to get to the child care arrangement from your home?

- | | | |
|------------------------|---------|-------|
| 0. not applicable | Child 1 | _____ |
| 1. under 15 minutes | Child 2 | _____ |
| 2. 15 - 29 minutes | Child 3 | _____ |
| 3. 30 minutes - 1 hour | | |
| 4. over 1 hour | | |

9. How is this travelling done?

- | | | |
|--------------------|---------|-------|
| 0. not applicable | Child 1 | _____ |
| 1. car | Child 2 | _____ |
| 2. public transit | Child 3 | _____ |
| 3. walk | | |
| 4. other (specify) | | _____ |
-

10. How long does it take to get to work from your child care arrangements?

- 0. not applicable
- 1. under 15 minutes
- 2. 15 minutes - 29 minutes
- 3. 30 minutes - 1 hour
- 4. over 1 hour

11. How is this travelling done?

- 0. not applicable
 - 1. car
 - 2. public transit
 - 3. walk
 - 4. other (specify) _____
-

12. Is this child care arrangement convenient for you or your spouse (if applicable) to reach?

- 0. not applicable
- 1. yes
- 2. no

13. Do the hours of operation of your child care arrangements limit the hours that either you or your spouse can work?

- 0. not applicable
- 1. self
- 2. spouse
- 3. both
- 4. neither

14. If you had the choice, would you prefer to have your child care arrangements for each child

- | | | |
|----------------------------|---------|-------|
| 1. close to home | Child 1 | _____ |
| 2. close to work | Child 2 | _____ |
| 3. on the way to your work | Child 3 | _____ |
| 4. near the local school | | |
| 5. other (specify) | | _____ |
-

15. Approximately how much does it cost you each week for the arrangements you have?

Child 1 _____

Child 2 _____

Child 3 _____

16. Are you subsidized for this cost?

- 0. not applicable
- 1. yes
- 2. no

17. Is the cost of your present child care arrangements a strain on your family budget?

- 0. not applicable
- 1. yes
- 2. no

18. Do you feel the cost is fair or reasonable?

- 0. not applicable
- 1. yes
- 2. no, too high
- 3. no, too low

19. Have you, over the past 12 months been forced to make changes in your child care arrangements for your child(ren)?

- | | | |
|---------|--------|-------|
| Child 1 | 1. Yes | 2. No |
| Child 2 | 1. Yes | 2. No |
| Child 3 | 1. Yes | 2. No |

20. Have you, over the past 12 months, had difficulty with finding emergency or temporary child care arrangements for your child(ren)?

- | | | |
|---------|--------|-------|
| Child 1 | 1. Yes | 2. No |
| Child 2 | 1. Yes | 2. No |
| Child 3 | 1. Yes | 2. No |

21. Do you change (any of) your child care arrangements for the summer?

1. Yes 2. No

22. If yes to Q21, have you, either last summer or this one had difficulty in making these arrangements?

0. not applicable
1. yes
2. no

23. If yes to Q22, what were those difficulties?

0. not applicable
or

24. What would you do in case your child became ill and had to remain home for one day?

1. I would stay home
2. A member of my immediate family would care for the child on an unpaid basis.
3. A member of my immediate family would care for the child on a paid basis.
4. Another person would care for the child on an unpaid basis.
5. Another person would care for the child on a paid basis.
6. Other (specify) _____

9. Don't know

25. How satisfactory would that be to you and to your spouse?

1. very unsatisfactory
2. unsatisfactory
3. undecided
4. satisfactory
5. very satisfactory

self _____
spouse _____

26. What would you do in case your child became ill and had to remain at home for a longer period? (1-2 weeks).
1. I would stay home.
 2. A member of my immediate family would care for the child on an unpaid basis.
 3. A member of my immediate family would care for the child on a paid basis.
 4. Another person would care for the child on an unpaid basis.
 5. Another person would care for the child on a paid basis.
 6. Other (specify) _____

 9. Don't know
27. How satisfactory would that be to you and to your spouse?
- | | |
|------------------------|--------------|
| 1. very unsatisfactory | self _____ |
| 2. unsatisfactory | |
| 3. undecided | spouse _____ |
| 4. satisfactory | |
| 5. very satisfactory | |
28. What would you do if your present child care arrangements were unavailable for one day? (i.e. caregiver ill)
1. I would stay home.
 2. A member of my immediate family would care for the child.
 3. Another person would care for the child.
 4. Other (specify) _____

 0. Don't know
29. How satisfactory would that be to you and your spouse?
- | | |
|------------------------|--------------|
| 1. very unsatisfactory | self _____ |
| 2. unsatisfactory | |
| 3. undecided | spouse _____ |
| 4. satisfactory | |
| 5. very satisfactory | |
30. What would you do if your present child care arrangements ended, until such time that you could locate other stable arrangements?
1. I would stay home
 2. A member of my immediate family would care for the child.
 3. Another person would care for the child
 4. Other (specify) _____

 9. Don't know

31. How satisfactory would that be to you and to your spouse?

- | | |
|------------------------|--------------|
| 1. very unsatisfactory | self _____ |
| 2. unsatisfactory | |
| 3. undecided | spouse _____ |
| 4. satisfactory | |
| 5. very satisfactory | |

32. Over the past 6 months (from the beginning of January 1976 until now), have you had to take any time at all off work due to your child(ren)'s illnesses?

1. yes
2. no

If yes, can you remember approximately how many days?

33. Over the past 6 months (from the beginning of January 1976 until now), has your spouse had to take any time at all off work due to your child(ren)'s illnesses?

1. yes
2. no

If yes, can you remember approximately how many days?

34. Over the past 6 months (from the beginning of January 1976 until now), have you had to take any time at all off work due to either a temporary or permanent breakdown in your child care arrangements?

1. yes
2. no

If yes, can you remember approximately how many days?

35. When you took off work due to child care difficulties, was this marked as sick leave or vacation leave?

0. not applicable
1. sick leave
2. vacation leave
3. other (specify) _____

36. Over the past 6 months (from the beginning of January 1976 until now), has your spouse had to take any time at all off work due to either a temporary or permanent breakdown in your child care arrangements?

1. yes
2. no

If yes, can you remember approximately how many days?

37. If you had your way and there were no financial or other obstacles, would you change your child care arrangements?

1. yes
2. no

If yes, why?

38. Do you worry about your present child care arrangements (for any of your children)?

1. yes
2. no

If yes, what do you worry about?

39. Does your job ever involve overtime work?

1. frequently
2. occasionally
3. never

40. Have you ever turned down overtime or just not worked it because of your child care arrangements?

1. turned down
2. not applied
3. both
4. neither

41. Have you ever turned down or not applied for another job because of your child care arrangements?

1. turned down
2. not applied
3. both
4. neither

41A. Does your job involve travelling?

1. yes
2. no

41B. Have you ever turned down travelling because of your child care arrangements?

0. not applicable
1. yes
2. no

41C. If so, has this had any adverse effect on your job?

0. not applicable
 1. yes (specify)
 2. no
-
-

42. Since you began working for the Civil Service have you ever taken any courses, either through the Ministry, Division or Branch, or Civil Service Commission, or any work-related courses through outside educational institutions or professional associations?

- 1. yes
- 2. no

If yes, did your child care arrangements hinder this effort in any way?

- 0. not applicable
- 1. yes (specify) _____

- 2. no

If no, were your child care arrangements the determining factor in your decision not to take courses?

- 0. not applicable
- 1. yes (specify) _____

- 2. no

43. Would you take a course if your child care arrangements did not interfere?

- 0. not applicable
- 1. yes
- 2. no

44. Have your child care arrangements caused any pressures, either minor or major, in your family relationships?

- 1. yes
- 2. no

If yes, please comment.

NOW SOME QUESTIONS ABOUT YOURSELF.

45. Sex 1. male 2. female

46. What is your present position?

- 1. managerial/supervisory
- 2. professional/technical
- 3. secretarial/clerical

47. What is your age?

- | | |
|-------------|----------------|
| 1. under 20 | 6. 30 - 44 |
| 2. 20 - 24 | 7. 45 - 49 |
| 3. 25 - 29 | 8. 50 - 54 |
| 4. 30 - 34 | 9. 55 and over |
| 5. 35 - 39 | |

48. What is the age of your spouse?

- | | |
|-------------------|----------------|
| 0. not applicable | 5. 35 - 39 |
| 1. under 20 | 6. 40 - 44 |
| 2. 20 - 24 | 7. 45 - 49 |
| 3. 25 - 29 | 8. 50 - 54 |
| 4. 30 - 34 | 9. 55 and over |

49. Would you please look at this sheet and show me
in what category your educational background falls?
_____ (page 43)

50. Would you please look at the same sheet and show me
in what category your spouse's education falls?
_____ (page 43)

51. Finally, could you please look at this sheet and
show me in what category your total family income
falls? This includes the earnings of both you
and your spouse.
_____ (page 43)

52. Do you support the idea of a day care centre
at Queen's Park?

1. yes
2. no

53. Would you use such a facility if one was available?

1. yes
2. no

EDUCATIONAL BACKGROUND

1. Some high school
2. Completed high school
3. Some university
4. Completed university (1st degree-bachelors or equivalent)
5. Post-secondary (non-university)
6. Graduate degree work or degree

Specify:

TOTAL FAMILY INCOME

1. \$ 6,500 - \$ 9,999
2. 10,000 - 13,999
3. 14,000 - 17,999
4. 18,000 - 21,999
5. 22,000 - 25,999
6. 26,000 - 29,999
7. 30,000 - 36,999
8. 37,000 +

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